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ABSTRACT

Many educational reforms that have focused on fragmentary improvement and remedial treatment did not lead to long-term effectiveness. This paper examines a new direction for educational reforms in Hong Kong and other international contexts. The new direction should include the following 10 tendencies: (1) toward multiple school functions from simplistic purposes; (2) toward school autonomy and self-initiative through school-based management; (3) toward schools' healthy functioning through a knowledge-based profile; (4) toward schools' continuous learning and development through strategic management; (5) toward human initiative through multilevel self-management in school; (6) toward schools' multiple effectiveness through a dynamic process; (7) toward holistic education through layer management; (8) toward synergy and effectiveness through congruence in school; (9) toward total home-school collaboration and community support for resources, ideas, and legitimacy; and (10) toward school momentum through transformational leadership. Six tables and four figures are included. (Contains 61 references.) (LMI)

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A New Direction for Educational Reforms in the 21st Century: Hong Kong and International Contexts

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A New Direction for Educational Reforms in the 21st Century: Hong Kong and International Contexts*

(Abstract)

Numerous educational changes and school reforms have been conducted to pursue educational effectiveness and educational quality in different parts of the world. Unfortunately, most of the past educational reforms with focus on fragmentary improvement and remedial treatment are not sufficient to bring holistic school development and long term effectiveness, and inevitably many of them have experienced serious frustration if not failure.

This paper aims to propose a new direction including ten important tendencies for ongoing and future educational reform and school reengineering in Hong Kong and international contexts. The tendencies are: (1) Towards multiple school functions from simplistic purposes; (2) Towards school autonomy and self-initiative through school-based management; (3) Towards school healthy functioning through a knowledge-based profile; (4) Towards school continuous learning and development through strategic management; (5) Towards human initiative through multi-level self management in school; (6) Towards school multiple effectiveness through a dynamic process; (7) Towards holistic education in school through layer management; (8) Towards synergy and effectiveness through congruence in school; (9) Towards total home-school collaboration and community support for resources, ideas, and legitimacy; (10) Towards school driving force through transformational leadership.

The educational reforms in this new direction can support schools to facilitate continuous development of students and staff, increase support of parents and community, improve technology in education and management, and pursue multiple functions more effectively at different levels of our society. Hopefully, all those concerned particularly our students and teachers can benefit from the coming educational reforms.

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Introduction

Due to the rapid changes and developments in technology, economy, and political climate in the 1980s and 1990s, education environments in the Asia-Pacific region as well as in the Western countries have been changed quickly. In the coming new century, education goals will become more uncertain and complex; education tasks will be more demanding; education expectations from the public will be more diverse; and school accountability to the public will be heavier than any time before. In order to cope with the challenges raising in 1990s and the 21st century, numerous educational reforms and school restructuring movements have been going on to pursue educational effectiveness and school development not only in the West such as Canada, USA, and UK, but also in the Asia-Pacific regions such as Australia, New Zealand, Mainland China, Singapore, Malaysia and Hong Kong. The search of effective schools, the shift to school-based management, the emphasis on development planning in school, the assurance of school education quality, and the implementation of new curriculum programs are typical examples of efforts on reform movements (Caldwell & Spinks, 1992; Murphy & Beck, 1995; Reynolds & Cuttance, 1992; Scheerens, 1992; Hargreaves & Hopkins, 1991; Cheng, 1996a, b). From these reforms, several trends can be observed in international contexts (Cheng, 1996a, 1-2):

- *From improvement to development*: There is a shift of emphasis from school improvement to school development. In the school improvement tradition, it is often assumed that school goals are clear and static and schools should be improved if they cannot achieve these goals successfully. But nowadays, educational environments are changing very quickly and school goals are not so clear and unchanging anymore. In order to adapt to the changing environments, there is a strong need to continuously develop nearly every important aspect of the school, including school goals, curriculum, staff, organizational structure, school process, and technology in management, teaching and learning. Continuous school development is necessary for long-term school effectiveness. Conceptually, school improvement is a narrow, short-term and remedial concept. On the contrary, school development is a comprehensive, long-term, and formative concept.
- *From quantity to quality*: A clear shift can be seen from education quantity to education quality. People are not satisfied only with the quantity of educational

service provided in the school. They are more concerned about the quality. Whether the quality of school education can meet the high and diverse expectations of school constituencies, and how it can be enhanced and assured become key issues in most of the current educational reforms;

- *From maintenance to effectiveness*: Traditionally, people are more concerned about problems happening in schools, and they make great efforts to avoid troubles and maintain normal school functioning. They often ignore whether schools are effective or not. But now, there is a shift of emphasis from school maintenance to school effectiveness. Maintaining daily functioning is not sufficient to satisfy the need for high quality school education. The present school reforms aim at maximizing school effectiveness to serve diverse educational needs;
- *From external control to school-based management*: The shift in school management from the external control mode to the self management mode or school-based management is evident. The traditional centralized management often ignores school-based needs and it is found to be ineffective and too rigid to develop school-based initiative and meet changing school-based needs. In current school reforms, decentralization of power from the central authority to the school level, school autonomy and self management, and participation of school constituencies are strongly encouraged to facilitate the school-based initiative for school development and effectiveness; and
- *From simplistic techniques to sophisticated technology*: In present school reforms, a clear shift of emphasis from using simplistic techniques to applying sophisticated technology in school management or planning can be observed. Traditionally, it is often assumed that school goals are obvious, static, and standard, given by the central education authority. Schools are all under external control and are dependent on the management of the central authority. Therefore, there is no strong need to use any sophisticated management technology to deal with impacts from the changing environments. But nowadays, following the above shifts in reforms, the use of sophisticated technologies such as the technology of strategic management, development planning, participative management, and quality assurance, is strongly emphasized and promoted in schools.

Obviously, these trends represent some of advances in knowledge, research, practice and policy particularly in the areas of school effectiveness and school-based management in these years. But compared with the huge scale of the ongoing education reforms involving numerous schools, staff, and students, these advances are still too small and not sufficient to support the formulation and implementation of effective reforms. Particularly, the traditional ideas and beliefs about school functions and school-based management are still so simplistic and cannot provide a clear direction for educational reforms in school (Cheng, 1996f; Cheung & Cheng, 1996). It is not surprising that many reforms with good will have experienced failure and frustration. There is a strong need for more empirical research and theory building to support the ongoing educational reforms and school restructuring movements.

This paper aims to elaborate a new direction for educational reforms in Hong Kong and international contexts in the new century. Hopefully, the coming reform efforts in the light of this new direction can benefit all those concerned particularly students, teachers, and schools even in different cultural contexts.

Needs for A New Direction for Educational Reforms

Currently, there are two basic difficulties that hinder schools to become effective:

1. There are multiple school constituencies and their expectations on school functions are changing and often very diverse, if not contradictory. The schools have difficulty in developing school goals that can reflect a wide spectrum of school functions with sufficient short term and long-term considerations. Furthermore, many ongoing educational reforms are often conducted with a very narrow belief about school functions and goals. Ignorance of multiple and complex school functions in educational reforms cannot bring out effective strategies to support school development (Cheng, 1996a);
2. The schools are often strictly bounded by limited resources input, tight time frame for implementation, poor knowledge and technology in education and management, and rigid external and internal structural control. They are not empowered and lack opportunities to learn, develop, and adapt in the changing and diverse environment. To a great extent, the current school-based management movements try to facilitate schools overcome these constraints. But, due to the

simplistic decentralization to the site-level without support of more sophisticated knowledge and technology of management and education, the effects of these reforms are often problematic (Cheng & Cheung, 1997).

Many past and ongoing educational reforms often ignore these basic issues and use a piecemeal strategy to change certain aspects of school practice with a hope to enhance effectiveness. Unfortunately, many of them would result in failure and generate unnecessary burden on school practitioners.

It is expected that the educational environment will be more changing and demanding and our schools have to play multiple roles and functions to meet the challenges in the new century (Dalin & Rust, 1996; Beare & Slaughter, 1993; Cheng, 1996f). If we agree that schools should continuously develop themselves, pursue wide and new school functions, and enhance effectiveness to serve the needs of development of individuals, local community, society, and international communities. we should use a new and developmental perspective to rethink the direction of restructuring of schools in current education reforms. We should need a new set of principles to reengineer our schools instead of fragmentary remedial measures.

Integrating my recent research and thinking on school effectiveness and school-based management (Cheng, 1996a; 1996b; 1996c; 1996f), I would like to propose a new direction for educational reforms, from which schools in Hong Kong and other contexts can facilitate continuous learning and development of students, staff and themselves, increase support of parents and community, improve technology in education and management, and pursue new functions and meanings more effectively in the rapidly changing education environment.

This new direction for educational reforms should include the following ten tendencies:

1. Towards Multiple School Functions from Simplistic Purposes
2. Towards School Autonomy and Self-Initiative through School-based Management
3. Towards School Healthy Functioning through a Knowledge-based Profile

4. Towards School Continuous Learning and Development through Strategic Management
5. Towards Human Initiative through Multi-Level Self Management in School
6. Towards School Multiple Effectiveness through a Dynamic Process
7. Towards Holistic Education in School through Layer Management
8. Towards Synergy and Effectiveness through Congruence in School
9. Towards Total Home-School Collaboration and Community Support for Resources, Ideas, and Legitimacy
10. Towards School Driving Force through Transformational Leadership

These tendencies for re-engineering schools and educational reforms are explained in the following parts of the paper.

Towards Multiple School Functions from Simplistic Purposes

According to the educational goals issued by Education & Manpower Branch (1993), Hong Kong schools and their support services should aim to deliver the following services (pp.14-22):

1. To the individual, "every school should help all its students, whatever their ability, and including those with special educational needs, to develop their potential as fully as possible in both academic and non-academic directions"(p.14); and
2. To the community, "school education should aim to meet the community's need for people who can contribute to Hong Kong's social and economic development" (p.14).

In many countries, there are similar types of national goals of school education. From disciplines such as psychology, sociology, political science, economics, futurism, and organizational studies, there are different implicit or explicit functions of schools, in addition to the above type of educational goals. These potential school functions may be classified into five types, particularly in the new century: technical/economic functions, human/social functions, political functions, cultural functions, and educational functions, at the individual, institutional, community, societal, and international levels, as shown in Table 1 (Cheng, 1996a).

Technical/Economic Functions. They refer to the contribution of schools to the technical or economic developments and needs of different levels. At the individual level, schools can help students to acquire knowledge and skills necessary to survive and compete in a modern society or a competitive economy, and provide staff job training and opportunity. At the institutional level, schools are service organizations providing quality service; also they serve as a life place or work place for staff and all those concerned. At the community and society levels, schools serve the economic or instrumental needs of the local community, supply quality labor forces to the economic system, modify or shape economic behaviors of students (McMahon, 1987), and contribute to the development and stability of the manpower structure of the economy (Hinchilffe, 1987). At the international level, school education supplies the high quality forces necessary in international competitions, economic cooperation, earth protection, and technology and information exchange.

Human/Social Functions. They refer to the contribution of schools to human developments and social relationships at different levels of the society. At the individual level schools help students to develop themselves psychologically, socially, and physically, and help them develop their potential as fully as possible. At the institutional level, a school is a social entity or social system composed of different human relationships. The quality of social climate and relationships in it often determines the quality of work life and learning life for teachers and students. At the community and society levels, schools serve the social functions of the local community, support social integration of multiple and diverse constituencies of society, facilitate social mobility within the existing class structure, reinforce social equality for all people of different backgrounds, select and allocate competent people to appropriate roles and positions, and contribute to social change and development in the long run (Cheng, 1995). From the alternative view of the Conflict Theory, it is possible that schools reproduce the existing social class structure and perpetuate social inequality (Blackledge & Hunt, 1985). Due to the growing global consciousness (Beare & Slaughter, 1993), schools are expected to play an important role in preparing students for international harmony, social cooperation, global human relationship, and elimination of national, regional, racial, and gender biases at the international level.

Political Functions. They refer to the contribution of schools to the political developments at different levels of society. At the individual level, schools help students to develop positive civic attitudes and skills to exercise the rights and responsibilities of citizenship. At the institutional level, schools act as a place for systematically socializing students into a set of political norms, values and beliefs, or for critically discussing and reflecting on the existing political events. Schools often become a political coalition of teachers, parents, and students that can contribute to the stability of the political power structure. At the community and society levels, schools play an important role to serve the political needs of the local community, legitimize the authority of the existing government, maintain the stability of political structure, promote awareness and movement of democracy, and facilitate the planned political developments and changes (Thomas, 1983). The growing awareness of international dependence reinforces the need for the contribution of school education to international understanding, global common interest, international coalitions, peace movements against war, and elimination of conflicts between regions and nations.

Cultural Functions. They refer to the contribution of schools to the cultural transmission and development at different levels of society. At the individual level, schools help students to develop their creativity and aesthetic awareness and to be socialized with the successful norms, values, and beliefs of society. At the institutional level, schools act as a place for systematic cultural transmission to and reproduction of the next generation, cultural integration among the multiple and diverse constituencies, and cultural re-vitalization from the outdated poor traditions. At the community and society levels, schools often serve as a cultural unit carrying the explicit norms and expectations of the local community, transmit all the important values and artifacts of the society to students, integrate the diverse sub-cultures from different background, and revitalize the strengths of the existing culture. But the radical perspectives argue that, schools reproduce and perpetuate cultural inequality within the society(Apple, 1982; Cheng, 1995; Collins, 1971; Giroux, 1981). At the international level, schools can encourage appreciation of cultural diversity and acceptance of different norms, traditions, values, and beliefs in different countries and regions, and finally contribute to the development of global culture through integration of different cultures.

Education Functions. They refer to the contribution of schools to the development and maintenance of education at the different levels of society. Due to the rapid development and change in nearly every aspect of the world, people begin to accept education in itself as an important value or goal (Chapman, 1996). At the individual level, it is important for schools help students to learn how to learn and help teachers to learn how to teach. Also, facilitating teachers' professional development is one of the key education functions at this level. At the institutional level, schools serve as a place for systematic learning, teaching, and disseminating knowledge, and as a center for systematically experimenting and implementing educational changes and developments (Cousins, 1996). At the community and society levels, schools provide service for different educational needs of the local community, facilitate developments of education professions and education structures, disseminate knowledge and information to the next generation, and contribute to the formation of a learning society. In order to encourage mutual understanding among nations and build up "a global family" for the younger generation, schools can contribute to the development of global education, international exchange and cooperation in education.

Based on different beliefs and emphases on the types of school functions, different strategies or policies are usually proposed for school management and improvement. Traditionally, people often focus narrowly on a few categories of school functions such as technical functions and social functions at the individual levels and ignore the other categories. The ignorance of a wide spectrum of school functions inevitably sets a tight limit to policy-making and management effort for school improvement. Therefore, it is not a surprise that the traditional reforms use a narrow perspective to improve piecemeal school practice with emphasis on short-term and fragmentary school functions at the individual and institutional levels (Cheng & Cheung, 1995). Of course, it is not sufficient to support schools become effective in achieving multiple and new school functions.

The above multiple school functions represent a set of new meanings, values and goals that can be established and pursued as the criteria of school effectiveness and quality. Therefore, we should give up the simplistic thinking about the goals of school education and employ the above framework of multiple school functions to formulate and implement educational reforms in the new century.

Table 1 Multiple School Functions at Multiple Levels

	Technical/ Economic Functions	Human/ Social Functions	Political Functions	Cultural Functions	Educational Functions
Individual (students, staff, etc.)	• Knowledge & skills training • Career training • Job for staff	• Psychological developments • Social developments • Potential developments	• Development of civic attitudes and skills	• Acculturation • Socialization with values, norms, & beliefs	• Learning how to learn & develop • Learning how to teach & help • Professional development
Institutional	• As a life place • As a work place • As a service organization	• As a social entity/system • As a human relationship	• As a place for political socialization • As a political coalition • As a place for political discourse or criticism	• As a center for cultural transmission & reproduction • As a place for cultural re-vitalization & integration	• As a place for learning & teaching • As a center for disseminating knowledge • As a center for educational changes & developments
Community	• Serving the economic or instrumental needs of the community	• Serving the social needs of the community	• Serving the political needs of the community	• Serving the cultural needs of the community	• Serving the educational needs of the community
Society	• Provision of quality labor forces • Modification of economic behavior • Contribution to the manpower structure	• Social integration • Social mobility/ social class perpetuation • Social equality • Selection & allocation of human resources • Social development & change	• Political legitimization • Political structure maintenance & continuity • Democracy promotion • Facilitating political developments & reforms	• Cultural integration & continuity • Cultural reproduction • Production of cultural capital • Cultural revitalization	• Development of the education professions • Development of education structures • Dissemination of knowledge & information • Learning society
International	• International competition • Economic cooperation • International trade • Technology exchange • Earth protection • Sharing information	• Global village • International friendship • Social cooperation • International exchanges • Elimination of national /regional /racial /gender biases	• International coalition • International understanding • Peace/ against war • Common interests • Elimination of conflicts	• Appreciation of cultural diversity • Cultural acceptance across countries/regions • Development of global culture	• Development of global education • International education exchanges & cooperation • Education for the whole world

Towards School Autonomy and Self-Initiative through School-based Management

School-based management is one of salient tendencies of ongoing and coming education reforms in Hong Kong and other parts of the world. School-based management means that the school management tasks are set according to the characteristics and needs of the school itself and therefore school members (including board of directors, supervisor, principal, teachers, parents and students, etc.) and schools have a much greater autonomy and responsibility for the use of resources to solve problems and carry out effective education activities, for the long-term development of the school. School-based management and traditional external control management reflect different management principles used by the central authority to manage the school system (Corbett, Wilson, & Webbdempsey, 1996; Caldwell & Spinks, 1988; Murphy & Beck, 1995; Mohrman, Wohlstetter, and associates, 1994). The major differences in assumptions about education and management principles are summarized in Table 2(Cheng, 1993).

Assumptions about Education. In school-based management, educational goals are assumed as multiple based on the expectations of multiple school constituencies, and the educational environment is believed to be complex and changing. Therefore educational reforms or changes in school are inevitably needed to adapt to the changing environment, to enhance effectiveness, and achieve multiple educational goals.

Principle of Equifinality. School-based management is based on the *principle of equifinality*, assuming that there may be different ways to achieve goals. Flexibility is emphasized and schools have ample space to move, develop and work out their unique strategies to teach and manage their schools effectively.

Principle of Decentralization. In the changing education environment, school management and teaching activities inevitably have difficulties and problems. Therefore, supported by the principle of decentralization, schools should be given the power and

responsibility to solve problems effectively at where the problems happen as soon as possible and make a greater contribution to the effectiveness of teaching and learning activities.

Principle of Self-managing System. With the support of the above principles, it is necessary to let schools become a self-managing system under some major policies and structures, possessing considerable autonomy to develop teaching objectives and management strategies, distribute manpower and resources, solve problems and accomplish goals according to their own conditions.

Principle of Human Initiative. Due to the existing multiplicity and complexity of education work, it is impossible to pursue new school functions and enhance education quality without the initiative and creativity of school member. Therefore, school-based management aims at building up a suitable environment for school members to participate widely, develop their potential, and contribute their initiative and competence to education quality and school development.

Based on the above principles, the coming educational reforms should help schools to shift from the external control management mode to the school-based management mode with the aim to provide the necessary conditions or policy framework for encouraging school autonomy and self-initiative to pursue effectiveness on multiple school functions in a changing environment.

Table2.
School-based Management Principles vs External Control Management Principles

	School-based Management	**External Control Management**
Assumptions about Education	• Multiplicity of educational goals • Complex and changing educational environment • Need for educational reforms • Effectiveness & adaptation oriented • Pursuit of quality	• Unification of educational goals • Simple and nearly static educational environment • No need for educational reforms • Standardization & stability oriented • Pursuit of quantity
Principles used to Manage Schools	*Principle of equifinality:* • Many different ways to achieve goals • Emphasizes flexibility *Principle of decentralization:* • Problems are inevitable, should be solved at where they happen in time • Looks for efficiency and problem-solving *Principle of self-managing system:* • Self-managing • Actively exploitative • Responsible *Principle of human initiative:* • Develops internal human resources • Wide participation of school members	*Principle of standard structure:* • Standard methods and procedures to achieve goals • Emphasizes generalizability *Principle of centralization:* • Things big or small are carefully controlled to avoid problems • Pursues procedural control *Principle of implementing system:* • Externally controlled • Passively receptive • Not accountable *Principle of structural control:* • Enforces external supervision • Expansion of bureaucratic system

adapted from Y.C. Cheng (1993).

Towards School Healthy Functioning through a Knowledge-based Profile

The new educational reforms should draw heavily from the strengths of new knowledge and technology. In educational reforms, schools should be encouraged to develop and achieve healthy functioning in management and education. According to the advances in research and knowledge of education and management, the healthy characteristics of school functioning profile can be summarized in terms of school mission, nature of activities, management strategies, use of resources, roles of different constituencies, human relationship, quality of administrators, and evaluation indicators, as shown in Table 3 (Cheng, 1993; Cheng, 1996a).

In new educational reforms, schools are supported to have clear school mission, strong organizational culture and school-based education activities. In these schools, managing strategies encourage participation and give full play to members' initiative. There is also considerable autonomy of using and procuring resources. The role of people concerned is active and developmental. Human relationship is open and cooperative with mutual commitment. The administrators should be of high quality and always willing to learn. Evaluation of school effectiveness should include multi-level and multi-facet indicators of input, process and output in order to help the school learn to improve.

In contrast, the school mission and organizational culture of schools under the traditional model or the external control management tend to be vague. In these schools, internal activities which are determined by external factors might not match with school needs. Conservative managing strategies are often used for supervision, not for encouragement. The use of resources is formalized by the central authority and usually cannot be used effectively for development. The roles of the school and people concerned are passive and receptive. Human relationship is closed, alienated and difficult for cooperation. The requirement of administrator quality is not high so long as they are familiar with the existing regulations. One-sided indicators are used for evaluation of school effectiveness neglecting the process and development of the school and is thus rarely helpful to school improvement.

The above profiles can provide a systematic and useful pattern for designing smooth and healthy school process in ongoing and coming educational reforms.

Table 3 Characteristics of School Functioning Profiles

Characteristics of Internal Functioning	**The New Mechanism**	**The Traditional Model**
School Mission	• Mission clear, shared, developed and willingly actualized by members • Emphasize participation in developing educational mission • Strong and unique organizational culture exits	• Mission unclear, given by outside, not developed and accepted by members • Emphasize keeping and implementing external mission • Weak and vague organizational culture exists
Nature of School Activities	• School-based activities: managing and educating according to characteristics and needs of a school	• Non school-based activities: content and style of education and management determined by external authority
Management Strategies		
Concept of Human Nature	• Theory Y • Complex Man • Participation & development regarded as important	• Theory X • Rational Economic Man • Supervision & control regarded as important
Concept of School Organization	• School is a place students, teachers and administrators live, everybody has the right for development	• School is a tool, teacher is employee, kept when needed, out when not needed
Style of Decision-Making	• Decentralization • Participation of teachers, parents and even students	• Centralization • Administrators make decisions
Leadership Style	• Multi-level leadership: symbolic, cultural and educational leadership in addition to technical and human leadership	• Low level leadership: mainly technical and human leadership
Use of Power	• Mainly expert and reference power	• Mainly legitimate, reward and coercive power
Managing Techniques	• Sophisticated scientific techniques	• Simple techniques or experiences
Use of Resources	• Autonomy; self-budgeting • According to school needs • In time to solve problems • Tend to broaden sources of education resources	• Tightly restricted by the central • According to external rules • Apply and wait for permission • Tend to avoid troublesome procedures for more resources

Table 3. cont'd.

Role Differences		
Role of School	• Active-developing style: exploit all possibilities for development of the school, teachers, and students • Problem-solving	• Passive-receptive style: implement centralized mission, follow administration procedure • Avoid making mistakes
Role of Central Authority	• Supporter and advisor	• Strict supervisor and controller
Role of Administrator	• Goal developer and leader • Manpower starter and coordinator • Resources developer	• Watcher of static goals • Personnel supervisor • Resources controller
Role of Teacher	• Partner • Decision maker • Developer • Implementer	• Employee • Follower • Order receiver • Implementer
Role of Parent	• Receiver of quality services • Partner: positive participation and cooperation • School Supporter	• Receiver of quantity services • Outsider: not eligible for participation and cooperation
Human Relations	• Partnership • Team spirit, open and cooperative • Shared commitment • Organizational climate: commitment style	• Hierarchical • Superior - subordinates, closed and defensive • Conflict of interest • Organizational climate: headless disengagement, or control style
Quality of Administrator	• Possess knowledge/ techniques of modern management • Continue to learn and grow, discover and solve problems • Open-minded	• Possess considerable administrative experience • Work according to ordinances and rules, avoid problems • Familiar with current ordinances
Evaluation of Effectiveness	• Multi-leveled and multiple, including input, process and output; academic achievement being only one of them • Evaluation is a learning process for school improvement	• Pay much attention to academic achievement or a few final outcomes, neglect the process and development • Evaluation is a means of administrative supervision

Adapted from Y.C. Cheng (1993).

Towards Continuous Learning and Development through Strategic Management

In facing challenges from the rapidly changing environment in the new century, it is important in educational reforms to create conditions for schools to be responsive to the changing internal and external environments, to develop and achieve their goals and to have organizational development and learning. Therefore, there is an important tendency in educational reforms to help schools establish a strategic management system to support their continuous organizational learning and development. The strategic management process can be illustrated as shown in Figure 1. It is a cyclic process which consists of five stages: environmental analysis, planning and structuring, staffing and directing, implementing, and monitoring and evaluating (Cheng & Ng, 1994; Cheng, 1996c).

Environmental Analysis. At the initial stage, the school (including the concerned school members) reflects on its internal and external environments relevant and crucial to its existence and functioning and also on its mission and goals in such environments. The existing strengths, weaknesses, opportunities and threats of the school are analyzed carefully.

Planning and Structuring. The results of environmental analysis contribute valuable and powerful information for the school to plan strategies for school actions including establishing school mission, policies, programs, budget, organizational structure and work procedures in its existing external and internal environments. School mission and objectives can be established through participative decision making involving all important school members.

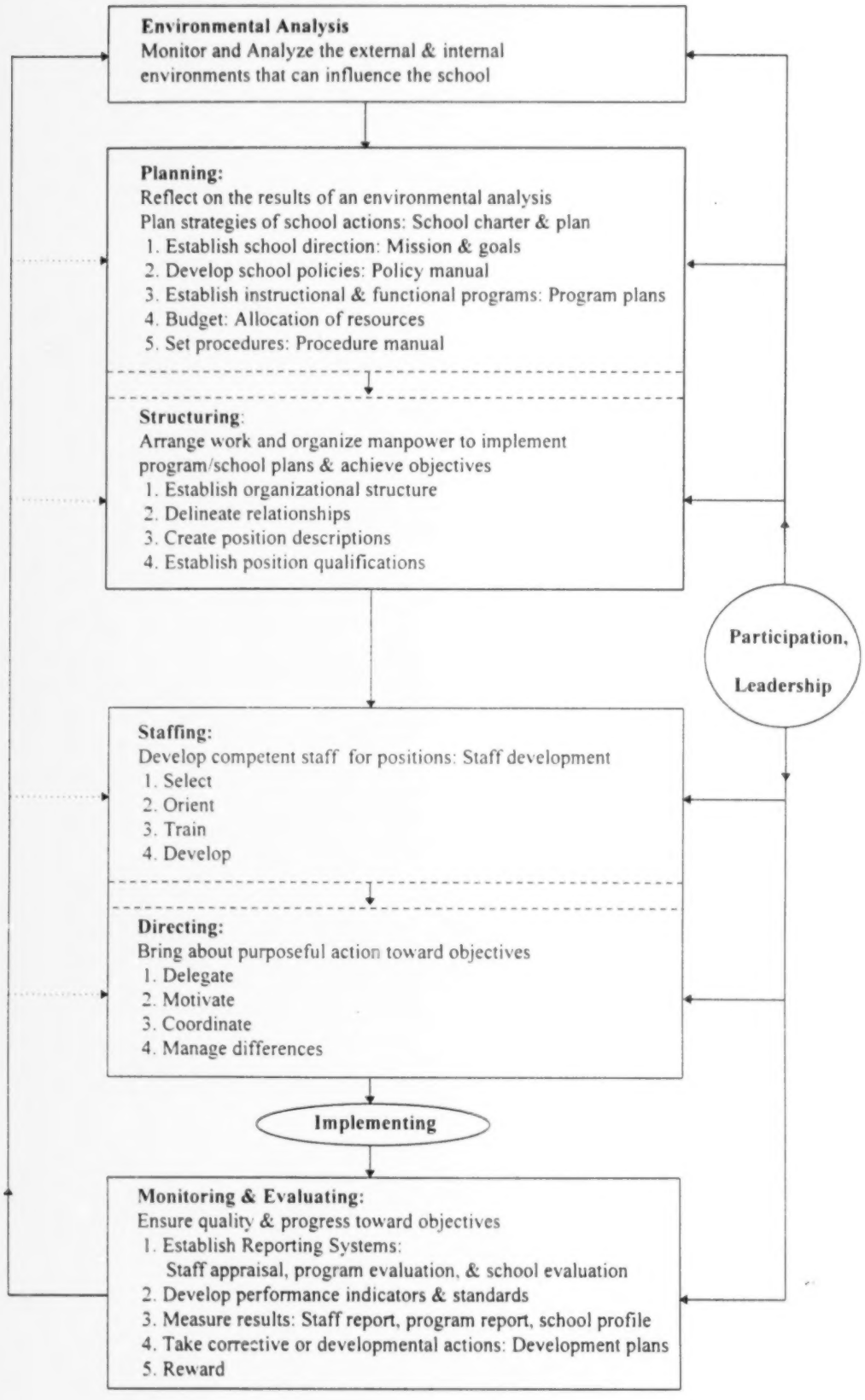
Staffing and Directing. This stage aims at developing competent staff and helping them to bring about purposeful actions towards the school mission and objectives and perform effectively. Successful staffing and directing can maximize the effectiveness of all human initiative and power in implementing school plan and program plans, achieving school objectives, and pursuing long-term school development.

Monitoring and Evaluating. At this stage, the performance of the school as a whole is evaluated and monitored to ensure the progress towards the school goals and objectives according to programs and school plan. The school establishes its reporting and evaluation systems (for staff appraisal, program evaluation, and school evaluation), the performance indicators and standards, and the reward system for individual staff and program teams. The results from monitoring and evaluating will contribute to the start of the next strategic managing cycle. This stage can also provide the necessary information for helping individuals, groups, and the school to learn, improve, and develop.

Participation and leadership are necessary and crucial to initiating and maintaining of the whole strategic management process. Involving multiple strategic constituencies such as teachers, students, parents and community leaders in the strategic management process (particularly the decision making component) is very important to the development and achievement of multiple school functions and goals.

The strategic management system is a cyclic process that can support continuous learning and development of the whole school, groups, and individual members to face challenges and pursue multiple school functions in a changing environment. Therefore, helping schools to establish a strategic management system is one of the major tendencies in educational reforms.

Figure 1. School Strategic Management Process


Environmental Analysis
Monitor and Analyze the external & internal environments that can influence the school
Planning:
Reflect on the results of an environmental analysis
Plan strategies of school actions: School charter & plan
1. Establish school direction: Mission & goals
2. Develop school policies: Policy manual
3. Establish instructional & functional programs: Program plans
4. Budget: Allocation of resources
5. Set procedures: Procedure manual
Structuring:
Arrange work and organize manpower to implement program/school plans & achieve objectives
1. Establish organizational structure
2. Delineate relationships
3. Create position descriptions
4. Establish position qualifications
Participation, Leadership
Staffing:
Develop competent staff for positions: Staff development
1. Select
2. Orient
3. Train
4. Develop
Directing:
Bring about purposeful action toward objectives
1. Delegate
2. Motivate
3. Coordinate
4. Manage differences
Implementing
Monitoring & Evaluating:
Ensure quality & progress toward objectives
1. Establish Reporting Systems:
Staff appraisal, program evaluation, & school evaluation
2. Develop performance indicators & standards
3. Measure results: Staff report, program report, school profile
4. Take corrective or developmental actions: Development plans
5. Reward

Towards Human Initiative through Multi-level Self Management

In addition to the strategic management or self management at the school level, developing self management at the individual and group levels will be also an important tendency in new educational reforms (Cheung & Cheng, 1996). Under the major framework of school policy, individual staff and groups can have appropriate autonomy to plan, manage, and carry out their work. Multi-level self management is an important approach to encouraging and developing the necessary human initiative for the pursuit of school effectiveness and education quality.

The overview of multi-level self management in school is summarized in Table 4. The group self management process same as the strategic management at the school level includes environmental analysis, planning and structuring, staffing and directing, implementing, monitoring and evaluating. For the individual self management, the process is only slightly different in "planning and affiliating" and "developing and directing". Within the framework of school strategic management, both individual and group self management processes provide appropriate autonomy and a systematic and cyclic process for individuals and groups to reflect on their environment, plan their work, allocate their human resources, develop teams, cooperate with colleagues, monitor and evaluate their own progress and output. During these cycles, individuals and groups can learn and develop themselves continuously and carry out their work effectively even in a changing environment.

There may be mutual influence and support among self management at individual, group, and school levels. On one hand, the strategic management at the school level can affect the quality of self management at the group and individual levels. On the other hand, individual self management can be the primary building block for group self management which in turn is the corner stone of self management or strategic management at the school level. As a whole, through continuous learning and development in self management at multi-levels, the necessary human initiative, competence, and commitment can be developed for the pursuit of multiple school functions and effectiveness.

Table 4 Self Management Process at Different Levels

Stages of Self Management	Process at the School Level	Process at the Group Level	Process at Individual Level
Environmental Analysis	• reflect on the school's internal and external environment crucial to its existence • focus on its strength, weakness, opportunities and threats as a school	• reflect on the group's internal and external environment crucial to its existence • focus on its strength and weakness, opportunities and threats as a group	• reflect on personal attributes and external environment • focus on personal strength, weakness, opportunities and threats as a member in the group and school
Planning and Structuring	• develop school mission, policies and action plans • negotiation and compromise in decision • focus on structural issues such as organizational structure, budgeting and allocation of resources.	• develop group's direction and action plans consistent with the school's mission and policies • negotiation and compromise in decision • focus on issues like work designs, relationship delineation, and communication flows	*Planning and Affiliating* • develop personal goals and action plans within the frames delineated by the school and the group • focus on the technical aspects of planning and designing of educational programs • establish affiliation and relationship with colleagues, students, parents and community
Staffing and Directing	• recruitment and deployment of staff • focus on human resource aspects of management such as staff development and delegation	• deployment of members • focus on professional development of members and group learning	*Developing and Directing* • develop personal professional competence • allocate personal resources and attention • focus on self learning
Implementing	• ensure the availability of necessary resources, guidance and support • focus on issues related to actual launching of all programs	• ensure the proper allocation of resources • ensure mutual guidance and support among members to facilitate effective problem solving • focus on program implementation by the group	*Implementing* • ensure effective use of allocated resources • frequent rehearsal • focus on personal performance in the program or group
Monitoring and Evaluating	• set up work standards, monitor and control system for groups or programs • monitor and regulate pace of program implementation • evaluate the whole school performance • focus on ensuring quality of programs • use information to initiate next cycle of school self management	• set up work standards for members, self monitor and regulate work pace of the group • evaluate performance of the group as a whole • Focus on ensuring the group performance in delivering programs • use information to initiate the next cycle of group self management	*Monitoring and Evaluating* • set up personal performance standards • self observation, monitor and regulate personal work pace • evaluate personal performance • focus on ensuring personal performance • use information to initiate the next cycle of individual self management

adapted from W.M. Cheung & Y.C. Cheng (1996).

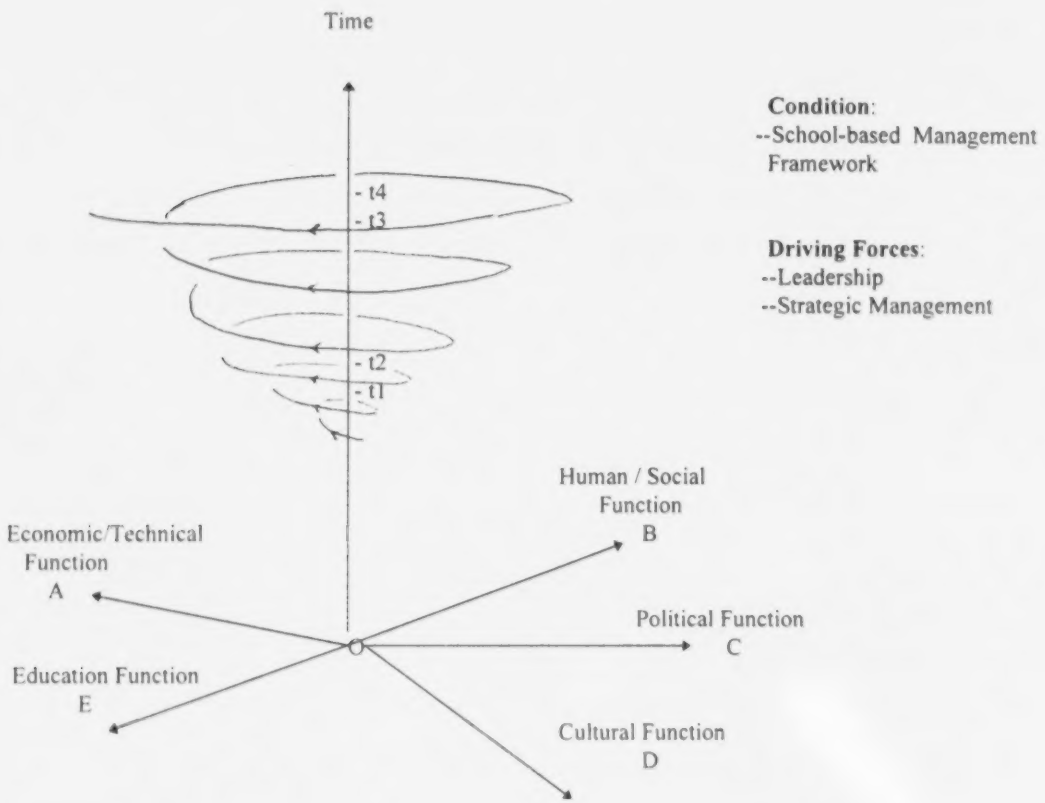
Towards Multiple Effectiveness through a Dynamic Process

As discussed above, the pursuit of multiple school functions and goals is necessary in the new century. A school may try to be effective on multiple functions for its survival. Since the available resources are often limited, it is very difficult for a school to maximize the effectiveness on all functions and achieve all the goals at the same time. A school may experience different pressures from the multiple and conflicting environmental constraints and constituencies in the process of pursuing multiple functions. According to the strengths of these pressures, it develops different priorities for functions and goals to be pursued. The importance and priority of functions may vary with time and across circumstances. But when some specific functions and goals are strongly emphasized (e.g., academic achievement in public examinations), and more resources and efforts are allocated to them, the school will experience higher pressure from ineffectiveness of functioning other functions (e.g., school organizational development or staff personal growth and satisfaction). Therefore, unbalanced pressure on a school may be inevitable at any given instant.

From this line of thinking, a school may be assumed effective if it is aware of the unbalanced situation and can show adaptability and flexibility to set up a new priority for functions to be pursued in the coming time. It pursues dynamic effectiveness among the multiple and conflicting pressures. Even though it cannot maximize the effectiveness on all school functions or criteria at the same time, it can do it in the long run if it has a strategic management system and leadership within the framework of school-based management. Figure 2 provides an imaginary illustration of how a school becomes effective if it can pass along a spiral path to maximize the effectiveness on multiple school functions (A,B,C,D, and E) in a time frame in a multi-criteria space. Specifically, the average achievement in the multiple criteria in the time interval t3-t4 is bigger than in the early time interval t1-t2 (Cheng, 1996b).

The dynamic perspective of maximizing effectiveness on multiple school functions supports the importance of school's organizational learning and development in a changing environment (Chapman, 1996). In the coming educational reforms, schools should be supported to pursue multiple effectiveness through a dynamic process.

Figure 2 Maximizing Effectiveness on Multiple School Functions along a Spiral Path



(Adapted from Cheng,1996b)

Towards Holistic Education in School through Layer Management

Holistic education is one of major tendencies in educational reforms. Recently, school education is often emphasized as a holistic process, in which students as individuals and groups can receive maximum opportunity to learn and develop themselves to be all round persons. Different types of whole school approach are proposed to education activities such as discipline, student guidance, civic education, language learning, etc. It is believed that they can provide maximum opportunity for students' learning. But, unfortunately, the concept of whole school approach and how it can maximize learning opportunities are often unclear.

Through generalizing the matrix conception of the school process proposed in my previous papers (Cheng, 1996a, b, c), a new concept called "Layer" can be used to understand the holistic nature of education process in school and provide a more comprehensive unit for managing school activities in a holistic way.

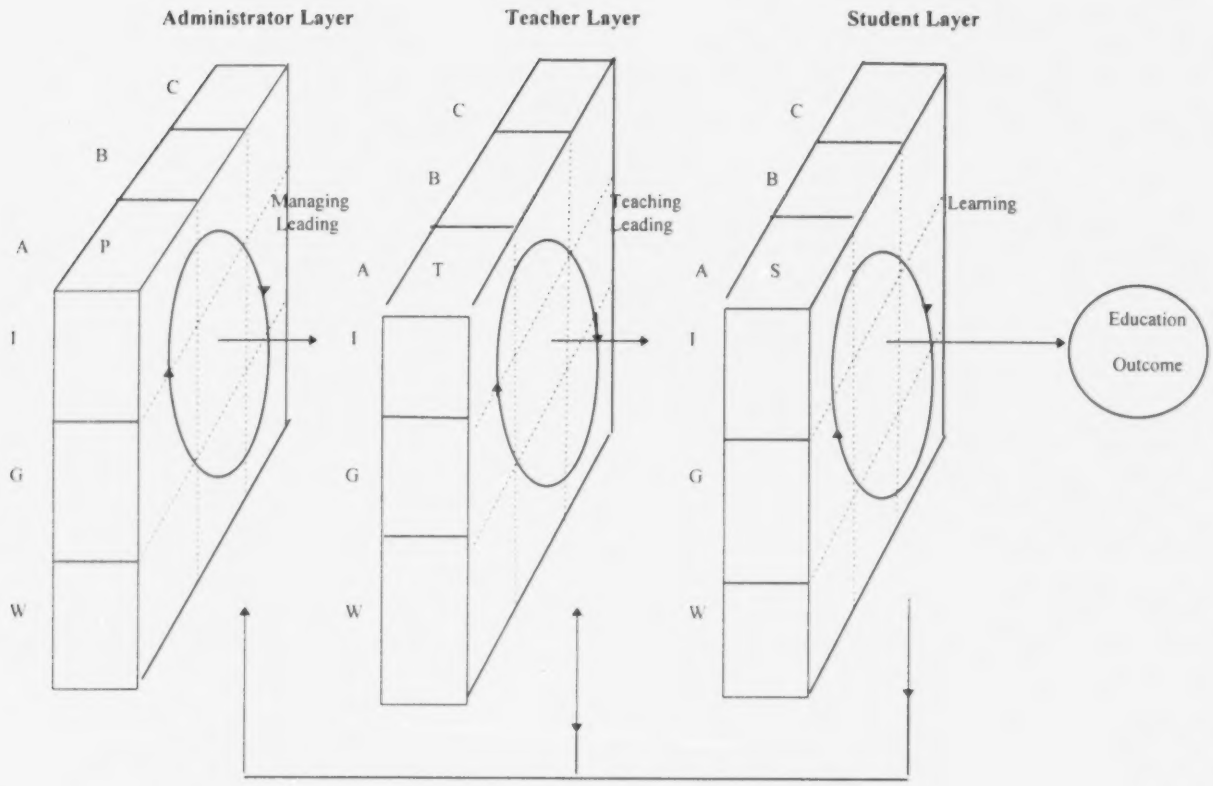
The Matrix of School Process. The school process may be divided into the following processes: *management process* -- a process of principal and administrators influencing teachers in terms of leadership, management, and staff development; *teaching process* -- a process of teachers influencing students in terms of leadership, teacher-students relationship, and teaching strategies; and *learning process* -- a process of student(s) learning in terms of cognitive, affective, and behavioral change and development. From this line of thinking, school process can be illustrated by a matrix including three dimensions: categories of actors, levels of processes, and domains of effects.

The Layer Management Concept . Based on the matrix of process, a broader concept-- *layer management* can be introduced to manage the school process. The matrix of process can be separated into actor layers such as *the administrator layer*, *the teacher layer*, and *the student layer* as shown in Figure 3. The management unit of school process is based on the layer instead of the cell of the matrix. This can provide a more

comprehensive unit to think about the holistic nature of the school process. In order to maximize the effectiveness of teaching process, the teacher layer should influence the student layer as a whole (Cheng & Tsui, 1996). In other words, teachers at different levels should influence their students through all their behavioral, affective and cognitive performance. They influence not only individual students but also students in groups and the whole school. They influence not only students' behaviors but also their affective and cognitive developments. This is holistic teaching. Similarly, the administrator layer should influence or support the teacher layer as a whole in order to maximize the effectiveness of management process. Development cycle in terms of staff development programs or student activities programs can be established in each layer to support administrators, teachers, and students to learn and develop continuously at individual, group, school levels (Cheng & Tam, 1994).

The above layer concept can be used as the building block for reengineering schools to provide holistic education and maximize opportunity for effective teaching and learning. Therefore, in ongoing and coming educational reforms, schools should use the layer management concept to conduct holistic education and provide quality services.

Figure 3. The Actor Layer Management



- Administrator Development Cycle for Within-Layer Congruence

- Teacher Development Cycle for Within-Layer Congruence

- Student Development Cycle for Within-Layer Congruence

<---------- Between-Layer Congruence ---------->

P = Principal / administrator
A = Affective Domain
I = Individual Level

T = Teacher
B = Behavioral Domain
G = Group Level

S = Student
C = Cognitive Domain
W = School Level

Towards Synergy and Effectiveness through Congruence in School

Congruence in School Process. As discussed above, the school process often involves numerous staff and students in managing, teaching, and learning at different levels. Congruence in internal school process is critical to the effectiveness of school functioning. It can reduce the internal wastage and negative conflict and produce the necessary synergy to support the school to develop and pursue new and multiple school functions. Based on my previous paper (Cheng, 1987, 1996a), a principle of congruence can be proposed to predict the relationship of internal school effectiveness to the school process, as follows: *The greater the congruence in the school process, the higher the internal school effectiveness.*

There are three basic types of congruence in the school process:

- *Congruence across domains*: It represents that the effects of the school process produced or received are mutually consistent in the behavioral, affective, and cognitive domains of each actor at each level.
- *Congruence across actors*: It represents that the performances of the principal, administrators, teachers, students are mutually consistent in each domain at each level.
- *Congruence across levels*: It represents that the characteristics of activities at the individual level, the group level, and the whole school level are mutually consistent for each actor in each effect domain.

According to the layer management concept, the above basic types of congruence can be further expressed in two forms of layer congruence:

- *Within-Layer Congruence*: It refers to the congruence within a given layer. For example, the within teacher-layer congruence represents the consistency within the teacher layer in terms of domain congruence (i.e., the consistency across the affective, behavioral, and cognitive domains) and level congruence (i.e., the consistency across the individual, group, and school levels) of teachers.

- *Between-Layer Congruence*: It refers to the congruence between any given layers. For example, the between administrator-teacher layer congruence represents the congruence between administrator layer and teacher layer in terms of consistency in the affective, behavioral, and cognitive performance of administrators and teachers at the different levels.

By the principle of congruence, we can predict that the greater the between-layer congruence and the within-layer congruence, the higher the internal school effectiveness.

Congruence in Technology. As discussed above, the school process may be classified into the management process, the teaching process, and the learning process. Therefore, the technology used in a school can be classified into managerial technology, pedagogic technology and learning technology. In order to bring about good educational effects, the three types of technology should match with each other. Managerial technology should be used to support the nature and process of teaching and learning. Pedagogic technology should facilitate learning activities and provide the optimal opportunity for all students to learn according to the expected education content. And learning technology should fit the expected educational experiences and goals and facilitate learning of students with different personal characteristics and learning styles. There are two types of technology congruence that can affect the effectiveness of the internal school process:

- *Between-Type Congruence of Technology*-- It refers to the congruence between managerial technology, pedagogic technology, and learning technology in terms of mutual support and facilitation in operation; and
- *Within-Type Congruence of Technology*-- It refers to the congruence between the components of one type of technology in terms of mutual support and facilitation in operation. For example, whether curriculum arrangement, teaching strategies, teaching methods, instructional media, classroom management and education evaluation are mutually supported and facilitated may affect the effectiveness of pedagogic technology.

Congruence in School Culture. The cognitive and affective congruence of school actors at the individual level, the group level and the school level is a hidden part of process congruence that is often related to school culture. To a great extent, the sharing of beliefs, values, and assumptions about education, management, morality, and citizenship should be the core part of school culture because it can shape and determine the major characteristics of overt processes and artifacts in school. The values and beliefs about morality, citizenship, education, and management in school may or may not be mutually consistent (Bottery, 1993; Cheng, 1987). There may be two kinds of congruence in values and beliefs:

- *Between-Type Congruence of Values and Beliefs.* It refers to the congruence between different types of values and beliefs of education, management, and morality/ citizenship.
- *Within-Type Congruence of Values and Beliefs.* It refers to the congruence of values and beliefs within the same type. For example, the congruence across the educational values and beliefs (about aims, curriculum, methods, roles of teacher and student, and ideal of education outcomes) belongs to the within-type congruence, and this may shape the educational process in a consistent pattern and affect its effectiveness.

In coming educational reforms, the above concept of congruence in school process, technology, and culture can provide a basic guiding principle for reengineering schools and directing internal school activities of management, teaching, and learning. In general, *the greater the congruence in school process, technology, and culture, the greater the internal synergy and effectiveness.*

Towards Total Home-School Cooperation and Community Support for Resources, Ideas, and Legitimacy

In facing uncertainties and challenges from the changing education environment and pursuing new school functions and effectiveness, parental cooperation and community support is necessary for educational reforms and school re-engineering in terms of education, resources, management, and legitimacy (Cheung, Cheng, and Tam, 1995).

According to Cheng, Tam, & Cheung (1996), there are two meanings to the total home-school cooperation. First, cooperation means that the families involve in school education, supporting the school through various means (Cheng, 1991a). On the other hand, it also means that the school empowers the families to strengthen family education and to participate in school education. The framework of total home-school cooperation and community support is illustrated in Figure 4.

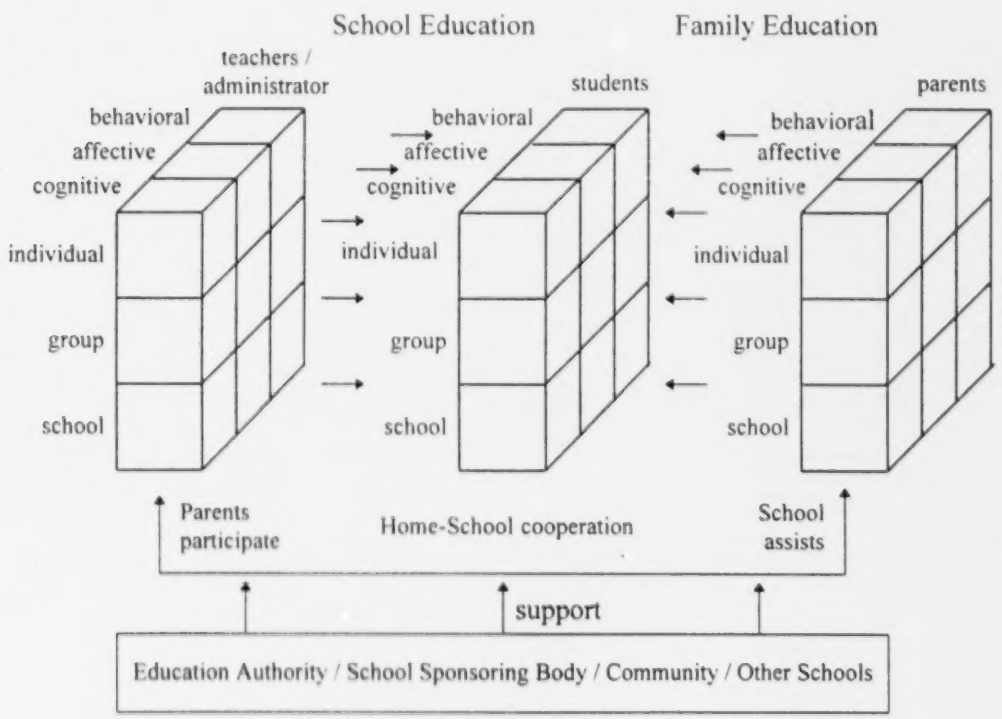
Total Parental Involvement in School Education. As shown in Figure 4, the school education includes a holistic education process from teacher/administrator layer to student layer involving the affective, behavioral, and cognitive domains at the individual, group, and school levels. In order to facilitate school education and maximize its effectiveness, parents should be encouraged to involve in this holistic process. Parental involvement in school education may include four different levels: participation in educating individual students, participation in parents organization, participation in the daily operations of the school, and participation in school decision-making.

Total Family Education as a Strong Partner. As shown in figure 4, family education should be conceptualized as strong partner of school education, involving also multi-levels and multi-domains. Family education at the individual family level may include parents supervising own children in their studies, spending time with them, listening to what they think and feel, developing a close relationship, analyzing problems with them, discussing family matters with them, and sharing the values and beliefs with them. Family education at the group level may include families within the same school in the same district, or parents of students of the same class or in the same grade grouping up together to organize activities for educating children. Some examples of these activities may be forming support network, organizing study groups, seminars and workshops, sharing child care experience and insights among parents, and learning new concepts and techniques of family education, etc. All these activities are helpful in

supporting family education instrumentally and affectively. Family education activities at the group level may be expanded to the school level, so that all parents in the school can participate. Family education activities conducted at multi-levels will help parents to become a strong synergetic force and a large resource pool for themselves and the school in educating their children (Cheng, Tam, & Cheung, 1996).

Under the constraints of limited resources, tight time framework, multiple constituencies, and changing environment, the support and involvement of the community (including the education authority, sponsoring body of the school, professional bodies, and local organizations) are very important to school's effort in developing total home-school cooperation and pursuing multiple school functions for serving the local communities, the society, and international communities need (Goldring & Sullivan, 1996). In sum, total home-school collaboration and community support should be one of major tendencies in coming educational reforms.

Figure 4. Total home-school Cooperation and Community Support



(adapted from Cheng, Tam, & Cheung, 1996).

Towards School Driving Force through Transformational Leadership

The challenges from the changing education environment, the implementation of educational reforms, and the pursuit of new school functions and effectiveness demand our school leaders to have a new set of leadership beliefs and competence that can transform the old and traditional constraints, facilitate educational changes, and develop appropriate school environment for teachers and students to work, learn, and develop effectively.

Insights from Leadership Research in Hong Kong Schools . In these few years, there have been some important studies of principals' leadership in Hong Kong schools. The major findings of 10 studies are summarized in Table 5.

Nearly all the findings of the 10 studies support the importance and contribution of principal's leadership to school performance, teacher work performance, and student educational performance. Specifically, the following insights can be summarized from these research projects (Cheng, 1996d):

1. School leaders can lead to open school climate or positive principal-teacher relationship;
2. School leadership can develop teachers' professionalism, esprit, and sense of community;
3. School leaders can influence teachers' organizational commitment, job satisfaction, and work attitudes;
4. School leadership can make a difference in students' learning attitudes and affective and academic learning outcomes, even in a "low academic achievers" school;
5. A strong and balanced leadership in the structural, human, political, cultural, and educational dimensions is critical for school effectiveness; and
6. School leaders need strong support in leadership learning and development for professional growth.

Some of the above research findings indicate a shift of leadership concept from a simplistic model to a more comprehensive and dynamic conception.

The Shift to Transformational Leadership. Recently, transformational leadership is strongly emphasized (Bass, 1985; Bass & Avolio, 1995; Silins, 1992, 1993). It is believed that a school leader is one who not only adapts his/her behavior to the situation but also transforms it. School leadership is not only a process to influence the behavior of school members but also their attitudes, values, and beliefs; not only individual members but also the whole school; not only the goal achievement but also goal development and culture building in school (Leithwood, Tomlinson & Genge, 1996; Cheng, 1996d; Cheng & Yuen, 1996).

The Shift to Multi-dimensional Leadership. The traditional conception--duality of leadership with the concern for people and the concern for task --may be too simplistic and not sufficient to perform transformational leadership. Based on Bolman & Deal (1991a, b) and Sergiovanni (1984), I proposed a comprehensive model of five dimensions of school leadership including human leadership, structural leadership, political leadership, cultural leadership, and educational leadership. According to my previous study (Cheng, 1994), these five dimensions of leadership can have strong association with multi-level school performance including organizational performance, teachers' individual and group performance and students' performance. Furthermore, these five leadership dimensions can contribute to transformational leadership for reengineering schools (Cheng & Yuen, 1996). Conceptually, these five leadership dimensions are corresponding to the five school functions in the new century such as technical/economic function, human/ social function, political function, cultural function, and education at different levels (Table 1).

In sum, transformational leadership in terms of structural leadership, human leadership, political leadership, cultural leadership and educational leadership is a driving force to initiate, develop, and maintain the new school mechanism and re-engineer schools. In the coming educational reforms, developing the necessary transformational leadership should be an important tendency.

Table 5. Research on Principals' Leadership in Hong Kong Schools

Research Project	Samples	Principal's Leadership studied	Key Findings
Cheng (1991b)	• 64 aided secondary schools; • 627 teachers	• Relationship • Initiating structure	• Principal's leadership is strongly related to organizational climate and organizational effectiveness; • Higher relationship and higher initiating structure is preferable
Yuen & Cheng (1991)	• 50 aided secondary schools • 306 teachers	• Eight types of managerial behaviors	• Both supportive leadership and instrumental leadership are related to teacher's affective commitment to school • This relationship can be moderated by the teacher's professional orientation and task significance
Chan, Cheng, & Hau (1991)	• 197 aided sec. schools; • 2,000 teachers	• 20 managerial behaviors	• Nearly all of the managerial behaviors are strongly related to teachers' and principals' satisfaction with the principal-teachers relationship in school
Chan & Cheng (1993)	• 60 aided secondary schools • 756 teachers	• Instructional leadership with 12 dimensions	• Instructional leadership of principals is characterized by providing incentives for learning, enforcing academic standard, and maintaining high visibility; • All the 12 instructional leadership dimensions are correlated with teachers' sense of efficacy, sense of community, and professional interest; • Public examination results are better in schools of effective instructional leadership
Cheng, et al. (1994)	• 53 aided sec. schools • 1,500 teachers • 35,000 students	• Instructional leadership with 12 dimensions	• Most instructional leadership dimensions are strongly related to students' academic achievements (standard tests and public exams) and social and personal developments longitudinally.
Cheng (1994)	• 190 primary schools • 678 classes • 21,600 students • 3,877 teachers	• Five dimensions of leadership: structural, human, political, cultural, & educational	Strong leadership in the five dimensions is strongly related to: • Organizational performance • Teachers' individual and group performance • Students' individual and class performance
Kwok, Lo, Ng, & Cheng (1994)	• 152 aided secondary school principals	• Five dimensions of leadership • Management difficulties • Confidence, efficacy, & satisfaction	• There seems to be three stages of principal development: new (1-2yrs), slightly experienced (3-5), and experienced (6 or above) • The development patterns of these 3 groups of principals are different in terms of leadership dimensions, management difficulties, confidence, efficacy, and satisfaction • The slightly experienced principals might feel more problems in leadership
Chan, Cheng, Yip (1994)	• 3 low academic achiever schools	• Contribution of the five leadership dimensions to school improvement	• A strong and balanced leadership can make a difference in low academic achiever school.
Shum & Cheng (in press)	• 39 woman principals • 321 teachers	• Five dimensions of leadership • Sex-role orientation	• The five leadership dimensions and androgynous orientation are positive and strong predictors to teachers' work attitudes.
Chui (in press)	• 48 secondary schools • 548 teachers	• relationship of vision to five leadership behaviors	• There is a strong relationship of vision to communication of values, empowerment f teachers, people orientation, teacher professional development, & structural leadership

from Cheng (1996d)

Conclusion

In the new century, the educational environments in Hong Kong and other parts of the world will be changing more quickly and the educational goals and tasks will become more complicated and demanding. Educational reforms will be inevitable to meet the emerging challenges. It is expected that school education needs to contribute to the developments of the economic (technical), social, political, cultural, and educational aspects of individuals, institutions, local communities, societies, and international communities in a long run.

If we believe, Hong Kong will be one of the most important driving forces of the rise of the whole Asia-Pacific region in the new century, our Hong Kong schools should. play a critical role in formation of this force. In meeting the coming challenges, we should use a new and developmental perspective to rethink school reform and educational change. The new direction for coming educational reforms should include at the least ten important tendencies that provide a new set of principles for re-engineer schools. The characteristics of these tendencies are summarized in Table 6:

Table 6. An Overview of the New Direction and Tendencies for Educational Reforms and Re-engineering Schools

The New Direction: 10 Tendencies for Educational Reforms		Key Elements to be achieved in Educational Reforms
1. **Towards Multiple School Functions**	• Technical/economic Functions • Human/social Functions • Political Functions • Cultural Functions • Educational Functions • At five levels: Individual, Institutional, Community, Society, and International levels	• **A Wide Spectrum of School Functions and Goals**
2. **Towards School-based Management Principles**	• Principle of Equifinality • Principle of Decentralization • Principle of Self-Managing System • Principle of Human Initiative	• **School Autonomy & Self-Initiative**
3. **Towards Knowledge-based School Profile**	A Positive Profile on: • School Mission • Nature of School Activities • Management Strategies • Use of Resources • Roles • Human Relations • Quality of Administrator • Evaluation of Effectiveness	• **Healthy & Smooth School Functioning**
4. **Towards Strategic Management**	• Including Critical Components: ◊ Environmental Analysis ◊ Planning and Structuring ◊ Staffing and Directing ◊ Implementing ◊ Monitoring and Evaluating ◊ Participation and Leadership • A Cyclic Process of Continuous Learning, Action, and Development	• **Continuous Organizational Learning & School Development**
5. **Towards Multi-level Self Management**	• School Self Management • Group Self Management • Individual Self Management • Self Learning & Development of Individuals and Groups • Mutual Influence and Support among Individuals, Groups, and the School	• **Human Initiative of Individuals, Groups, & the School**
6. **Towards A Dynamic Process**	• Awareness of Unbalanced Situation • Adaptability and Flexibility to set up Priority • Maximizing Effectiveness on Multiple Functions in a long run	• **Multiple Effectiveness on Five School Functions**

7. **Towards Layer Management**	• Matrix of School Process • Layers: Administrator , Teacher & Student • Layer as Comprehensive Unit • Management, Teaching, & Learning as Holistic Processes • Development Cycles on Layers	• **Holistic School Education and Maximum Opportunity for Teaching & Learning**
8. **Towards Principle of Congruence**	• Congruence in School Process: ◊ Across actors, domains, & levels ◊ Between-Layer ◊ Within-Layer • Congruence in Technology: ◊ Between-Types ◊ Within-Type • Congruence in Culture: ◊ Between-Types ◊ Within-Type	• **Reducing Internal Wastage, Increasing Synergy & Maximizing Effectiveness**
9. **Towards Home-School Cooperation & Community Support**	• Total Parental Involvement in School Education • Total Family Education as a Strong Partner • Community Support	• **Provision of Necessary Resources, Ideas, and Legitimacy in Education and Management**
10. **Towards Transformational Leadership**	• Shift to Transformational Leadership • Shift to Multi-dimensions of Leadership: Structural, Human, Political, Cultural, & Educational	• **Driving Force for Developing Members & Re-engineering School**

- Educational reforms in the new century should be based on the long-term consideration of multiple school functions at multi-levels instead of narrow, fragmentary, and short term purposes;
- Through the school-based management principles, schools can have the necessary autonomy and self-initiative for development;
- Through the knowledge-based school profile, schools can function smoothly and healthily;
- Through the strategic management system, schools can learn and develop continuously and adapt to the changing environment effectively;

- Through multi-level self management in school, the human initiative, commitment, and creativity of individuals, groups, the whole school can be fully developed;
- Through a dynamic process, schools can achieve multiple school functions and maximize effectiveness on multiple criteria;
- Through the layer management, schools can use a holistic approach to management and education and maximize opportunity for education;
- Through the principle of congruence, schools can reduce internal wastage, increase synergy, and maximize effectiveness in management, teaching, and education;
- Through the support of parents and the community, school can have the necessary resources, ideas, and legitimacy to identify, pursue, and achieve multiple school functions; and
- Through transformational leadership, schools can have the driving force to develop members, the new mechanism and school vision in such a changing and diverse environment.

Obviously, the process of an educational reform, particularly school reengineering, is not easy, involving transformation of not only the structural aspects of schools and education system but also school members and all involved educational leaders such as principals, education officers, policy-makers, scholars, professional leaders and community leaders (Fullan, 1991). In this process, teachers and educational leaders should learn, develop, and become excellent actors to implement changes and transform schools (Cheng, 1996d). They would change their narrow beliefs and values about education, management, human development, and school functions into a broad, long term and constructive perspective. They would change their perceptions and feelings about the reality and the future of school education into a positive, optimistic and self-efficacy manner. Also, they would change what they are doing into a continuously learning and developing direction.

The rapid development of the Asia-Pacific region and the whole world towards the 21 century is creating numerous challenges and uncertainties to our schools. I strongly

believe, through our continuos learning and development, all these challenges will become great opportunities for our schools, teachers, students, and the whole society to achieve a better future in the new century.

I hope, the above direction for educational reform and re-engineering schools can benefit the ongoing and future efforts on school development and effectiveness in both Hong Kong and international communities.

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